

## **Oakland BPAC Meeting Minutes December 19, 2013**

### **Attendees**

Brian Geiser, Carol Levine, Chris Hwang, Chris Kidd, Dave Campbell, Jason Patton, Kenya Wheeler, Ryan Chan, Ronnie Spitzer, Gita Khandagle, Steven Grover, Diane Tannenwald, Tony Dang, Sandra Padilla, Cory McCollow, Victoria Eisen, Wlad Wlassowsky, Ferdinand Ciceron, Jamie Parks

- I. Item #1 – Introductions, appointment of note taker
  - a. Chris Hwang called meeting to order at 5:36 PM
  - b. Tony Dang volunteered to take notes
- II. Item # 2 – Approval of Meeting Minutes
  - a. Chris H. moved to defer approval of November meeting minutes until January 2014 pending further input from BPAC members
  - b. Approval of November meeting minutes was deferred by consensus
- III. Item # 3 – Oakland Bay Trail to Lake Merritt Pedestrian/Bicycle Bridge
  - a. Steven Grover gave a presentation on the history of development around the Lake Merritt estuary including the current project to connect existing portions of the Bay Trail to the Lake Merritt bicycle/pedestrian path via construction of new path(s) around the estuary and possibly a new pedestrian/bicycle bridge crossing
  - b. Public outreach on project will commence soon with first public meetings likely in February 2014
  - c. The project has identified various routes in the area from the existing bicycle and pedestrian master plans and other planning documents
    - i. Routes have been color coded as follows:
      - 1. Yellow: More recreational routes, mostly class I
      - 2. Pink: Commuter routes
      - 3. Blue: Routes identified in Estuary Policy Plan but not in Bicycle Master Plan
    - a. Group Discussion of Blue Route along 3<sup>rd</sup> Street
      - i. Right-of-way was abandoned by Union Pacific and ownership was transferred to Caltrans
      - ii. An easement would need to be purchased to utilize for any path
      - iii. Right-of-way has not been used for rail in decades
      - iv. Caltrans currently using for underpass projects
      - v. Parcel between Oak and Fallon was sold to Peerless Coffee that has since built structure blocking 3<sup>rd</sup> street
  - d. Project Scope
    - i. How to best close gap between those traveling on north side of Embarcadero and the waterfront, along the estuary channel

- ii. Project will determine where a crossing should be in relation to rail line and whether the crossing should be at-grade or will require an overpass
  - iii. Project area boundary includes the channel and waterfront boundaries—the project is not meant to be completed in isolation and will want to consider connections to other routes
- e. Project Constraints
  - i. PUC has concerns and restrictions for at-grade crossings of rail line
  - ii. RR geometrics would require 23.5' clearance for an overcrossing
  - iii. Overhead freeways in area present unique challenges
  - iv. Patchwork of ownership in area can complicate project delivery
  - v. Other regulatory challenges, including ADA compliance, environmental, etc.
- f. Proposed public outreach topics will include:
  - i. User Experience
  - ii. Views of/Landmark Character
  - iii. Cost/Need
  - iv. Context
- g. Steven and project team requested BPAC to provide feedback on:
  - i. Specific outreach topics for public meetings;
  - ii. Input on who stakeholders should be, whether groups or individuals
  - iii. Hot button issues with area, project scope, etc.; and
  - iv. Past experiences (positive or negative) with other projects that could inform this one.
- h. BPAC Members' Feedback
  - i. Chris H.L A circuitous at-grade route along 5<sup>th</sup> Avenue may be doable for bicyclist but likely too far for pedestrians
    - 1. Additionally, personal safety and general comfort issues may crop up due to proximity to freeway
  - ii. Jason Patton: Connections from the channel areas (planned areas of growth) to Lake Merritt BART will be critical; there is big potential for the channel to be commuter route, e.g. Jack London Square to Lake Merritt, Jingletown, Fruitvale to Downtown; people are already going on Embarcadero and a channel path can be used as a “shortcut” route to get to downtown
  - iii. Many BPAC members raised concerns with the 5<sup>th</sup> Ave/Embarcadero Intersection as an at-grade crossing, including:
    - 1. High truck traffic
    - 2. Unappealing geometry for bicyclist
    - 3. Shadow of freeway
    - 4. Poor road conditions
    - 5. Wide turns, high speed
    - 6. Distance from estuary and Lake Merritt paths would be unappealing for pedestrians
  - iv. Jason P: signalization is planned (\$370K already in account, additional mitigation \$\$ from Brooklyn Basin project expected); CPUC has a lot of

say re this crossing and will likely also want sidewalk improvements included

- v. Chris Kidd: If the project selects an at-grade crossing at 5<sup>th</sup> Ave and implements improvements, the corridor would likely not be utilized by pedestrians due to the long distances involved; if gap not closed along the channel, the project wouldn't attract volumes of bicyclists and pedestrians that could be achieved with a more direct connection
- vi. Carol Levine: without a more direct connection than 5<sup>th</sup> Avenue, the project would undermine all the development focused on Lake Merritt
- vii. Brian Geiser: If possible, could the project consider an at-grade crossing closer to the channel (e.g., Peralta)
- viii. Chris K: recent bike/ped overcrossings in San Mateo County (Redwood City, Palo Alto, East Palo Alto) have been well done and had good public processes
- ix. Kenya Wheeler: Agrees with Carol's comments that while attractive and cheaper to consider 5<sup>th</sup> Ave, many auto-bike conflicts can still arise due to traffic to/from freeway; long freight train sets may also impede utility of this at-grade crossing

IV. Item # 4 – Caldecott Settlement, update on Project #1

- a. Victoria Eisen, City of Oakland's Consultant on Caldecott Settlement Agreement Projects, gave an update on Project #1
- b. More in-depth history on the Caldecott Settlement Agreement can be provided upon request
- c. Project #1 is closest in proximity to Caldecott Tunnel and strong safety needs
  - i. Project originally projected at \$950K, increased to \$1.5M with need to add retaining walls; recently, project costs have been lowered to \$1.2M and trying to lower still
  - ii. Project will continue planned Tunnel Road bike lanes in Berkeley up to Hiller intersection
  - iii. Current conditions (see map included in meeting materials):
    - 1. Major issue: bicyclists must cross onramp to continue up Tunnel Hill Road
  - iv. Proposed Changes to Intersection of Tunnel Rd & Hiller Drive
    - 1. Continues existing sidewalk in Berkeley up to intersection; 200-300' before intersection, becomes multi-use path (1-way eastbound bike lane, 2-way sidewalk)
    - 2. Addition of bicycle/pedestrian signal actuation to cross Hwy 13 onramp and Tunnel Rd
    - 3. Install 3 crosswalks and 3 islands to provide access to Hiller
    - 4. New sidewalk installed along north side of Tunnel Road to connect to planned Tunnel Road/Caldecott Lane sidewalk (Caldecott project #2)
- d. BPAC Member Questions/Comments
  - i. Kenya W.: What kind of bike/ped signage will be placed at the intersection, as well as further downstream?
    - 1. Victoria: Project has not reached this level of design detail yet

- ii. Ronny Spitzer: Will sidewalks be installed on the side opposite the proposed shared use path on Tunnel Rd?
  - 1. Victoria: A current sidewalk exists from Hiller Dr. connecting to Tunnel Rd. but there is currently a gap due to a landslide, which Caltrans will be clearing and reconstructing sidewalk in Spring 2014
- iii. Chris K.: Is a double-left turn needed for Tunnel Rd? Can't some of this space be reallocated to create a wider path?
  - 1. Wlad Wlassowsky: The project must balance Caltrans Traffic Operations' needs, so double-left is being kept for queuing purposes
- iv. Chris K.: Passive detection for the bicycle signal is much preferred over a push button
- v. Dave Campbell: Can buffer striping be added along the downhill direction bike lane? Can the merge zone for motorists wanting to go onto Hiller be improved?
- vi. Tony Dang: Given the sharp turn from Hiller Dr. onto Tunnel Rd., has the project considered moving Crosswalk 3 further up Hiller to increase visibility of pedestrians?
  - 1. Victoria: The grade is very steep and moving the crosswalk would require extending sidewalk installation further, which would further increase the project cost; Caltrans has recommended that a stop sign be installed rather than a yield sign at Crosswalk 3 in recognition of the potential crossing issues
  - 2. Carol L.: Glad to hear Caltrans suggested stop sign for Crosswalk 3; has the project considered implementing a raised crosswalk for this crossing?
- vii. Carol L.: The reconfiguration of Tunnel Rd. involves a change from 1 lane to 3 and back down to 1 in a very short distance—concerned that this could cause more problems with short merges; supports Chris K.'s suggestion of eliminating one of the left-turn lanes and reallocating to multi-use path
- viii. Brian G.: When is the peak bike traffic?
  - 1. Victoria: Bike traffic is high on weekend mornings, but very little during commute time

V. Item # 5 – News from NACTO

- a. Jamie Parks shared news re the National Association of City Transportation Officials (NACTO), including:
  - i. Ed Reiskin of SFMTA is the president-elect of NACTO
  - ii. Urban Streets Design Guide (USDG) was released in September 2013
    - 1. Oakland has endorsed the USDG for use on streets in Oakland (Dec. 16, 2013)
    - 2. NACTO Bikeway Design Guide was endorsed in 2011

3. Oakland's endorsement of the USDG follows on City Complete Streets policy (Feb 2013) that instructed Public Works director to adopt complete streets design standards/best practices
4. Work still to be done in translating concepts from USDG into policies and concrete design guidance
- b. Jamie P. and Jason P. also announced that Oakland will host NACTO "road show" on April 10-11, 2014
  - i. The road show is designed to be a 2-day summit in a given city to focus specifically on that city's bike facility designs and needs
  - ii. National experts generally attend and work with city and resident stakeholders to improve bike facility designs and implementation
  - iii. Oakland's road show will comprise 2 different tracks
    1. Technical Track: sharing information on innovative, newer designs and building comfort in applying designs in Oakland
    2. Policy & Resourcing Track: enabling actual implementation of designs
  - iv. Staff have invited Assistant Director of Traffic Signals, NYC DOT; Nicole Friedman (Boston's 'Bike Czar,' Mayor's Office), Chicago's Bike Program Manager
  - v. Discussion
    1. Carol L.: is this event open to public?
      - a. Jason P.: Some events will be open, others invite-only
      - b. Jamie P.: NACTO has used these events in the past to build partnerships with advocacy organizations—Bike East Bay and WOBO are involved in developing agenda
    2. Ryan Chan: is economic development and crime being included as aspects of the summit? It would help to attract the mayor's and City's attention; it's important to frame this event as "not just bicyclists"
      - a. Jamie P. will be meeting with Oakland Chamber of Commerce early 2014
    3. Chris H.: BPAC members should send ideas to Jamie P. on how BPAC can be involved
    4. Ronny S.: would be nice to reach out to neighborhood groups; good opportunity to educate public and cultivate relationships
    5. Kenya W.: Measure B will be up on ballot again, so involving ACTC is very important
    6. Kenya: engaging NGOs from East and West Oakland (e.g. Youth UpRising) is very important to grow support for biking in those communities

VI. Item # 6 – Ordinance Creating City Council Appointed BPAC

- a. Jason P. provided background on why the City needs to have a council-appointed BPAC
  - i. MTC recently updated TDA-3 guidelines
  - ii. TDA-3 funds are derived from sales taxes that are returned to jurisdictions by formula

- iii. The existing BPAC has always reviewed the majority of TDA-3 projects and recommendations
- iv. MTC's updated guidelines now require TDA-3 projects to reviewed by council-appointed BAC
  - 1. This requirement has always existed, but MTC will now actually be enforce the requirement
- b. Options going forward:
  - i. Forego TDA-3 funds
  - ii. Establish a BAC that meets MTC definition
  - iii. Find another city committee that meets definition
  - iv. Delegate Countywide ACTC BPAC
- c. Current Status
  - i. Staff have recommended that the City proceed with establishing a new Council-appointed BPAC that meets MTC's requirements
  - ii. At November BPAC meeting, draft recommendations for the new BPAC were shared with the BPAC for feedback, including issues such as the scope and purview of the committee; term limits; and number of appointed members
  - iii. Revised recommendations per BPAC's input were submitted through internal Public Works review process
  - iv. Changes after internal review:

Issue	BPAC Recommendation	Public Works Recommendation
Number of Members	9	5
Appointment Process	3 appointed by Mayor and Confirmed by Council; Other 6 appointed BPAC members	5 appointed by Mayor and Confirmed by Council
Term Limits	No term limits	2 consecutive 3-year terms
Committee Scope/Purview	Implementation of Complete Streets; Review of TDA-3 projects	"Plans, policies, and programs that affect biking and walking in Oakland"; Review of TDA-3 projects; Input on expenditure of Measure B bike/ped funding
Existing BPAC	New BPAC would replace existing BPAC	New BPAC would replace existing BPAC
Staff Support/Resourcing	Not addressed	Not addressed

- v. Public Works Department's proposal is scheduled for Council Public Works Committee meeting on **January 14**, full City Council on **January 21** for 1<sup>st</sup> reading, and **February 4** for 2<sup>nd</sup> reading
- d. BPAC Discussion

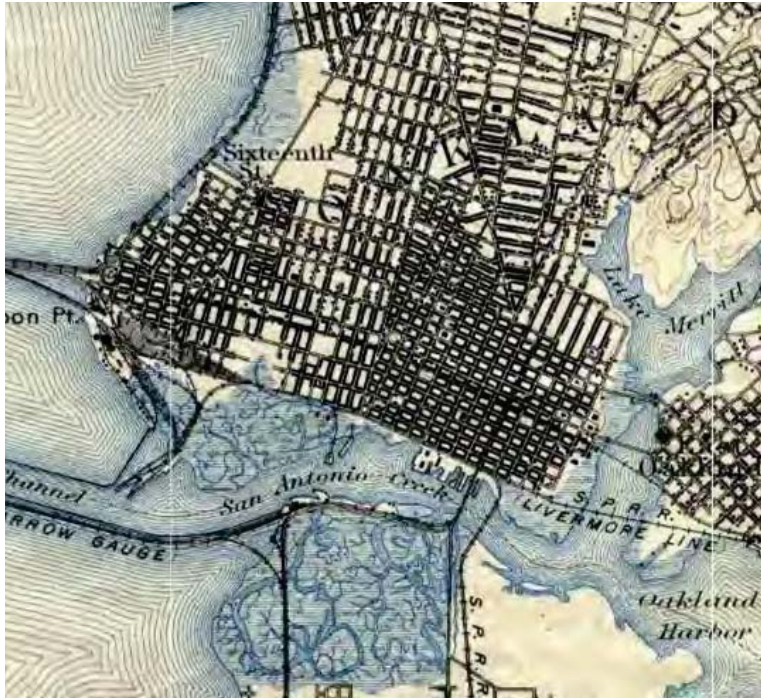
- i. Carol L.: How much does Oakland receive for Measure B bike/ped funding?
  - 1. Jason P.: Oakland receives roughly \$1M/year; the BPAC currently reviews roughly \$750K of this funding (\$400K for pedestrian master plan implementation, \$350K for bicycle master plan implementation); BPAC does not currently review \$250K of routine sidewalk repair
- ii. Carol L.: very concerned with small number appointed members outlined in Public Works' proposal—this structure would make it hard to sustain monthly meetings; recommends maintaining existing BPAC for monthly meetings and only bring in the 5-appointed members for final decisions on TDA-3 and Measure B funds in consultation with non-appointed BPAC
- iii. Chris H.: we don't currently spend every monthly meeting on TDA-3/Measure B, so why establish a new body that would replace the BPAC rather than augmenting the BPAC to fulfill requirements (i.e., 2-3 special meetings per year to vet project recommendations)
- iv. Kenya W.: The Mayor-appointed structure lends gravitas to the new committee over the BPAC; without broader representation, the new committee would result in reduced public engagement and participation
- v. Dave C.: can staff recommendation be made available to BPAC to markup and offer alternative recommendations to Council?
  - 1. Jason P.: Public Works staff are unable to provide a written copy of the revised proposal—the City Administrator is in charge of publishing this and it will be made available to public 10 days in advance of January 14 meeting
- vi. Chris H.: current proposal is perhaps a first step, and we ask for the proposed committee structure to be expanded/tweaked in the future
  - 1. Kenya W.: Council is dealing with a lot of competing issues—there is only a short window of time to hold their attention on this issue; 2014 is also an election year; likes David's idea of proposing alternative recommendations
- e. David C. motions to write letter to City Council offering alternative recommendations for the new committee structure to come from BPAC chair Chris H., Motion seconded by Kenya
- f. Motion passes with 9 yes votes and 3 abstentions
  - i. Letter will include points re broadening representation of the committee to 9 members, as well as appointed members selecting the remaining members of the committee (i.e. self-selection mechanism)

VII. Item # 7 – Announcements

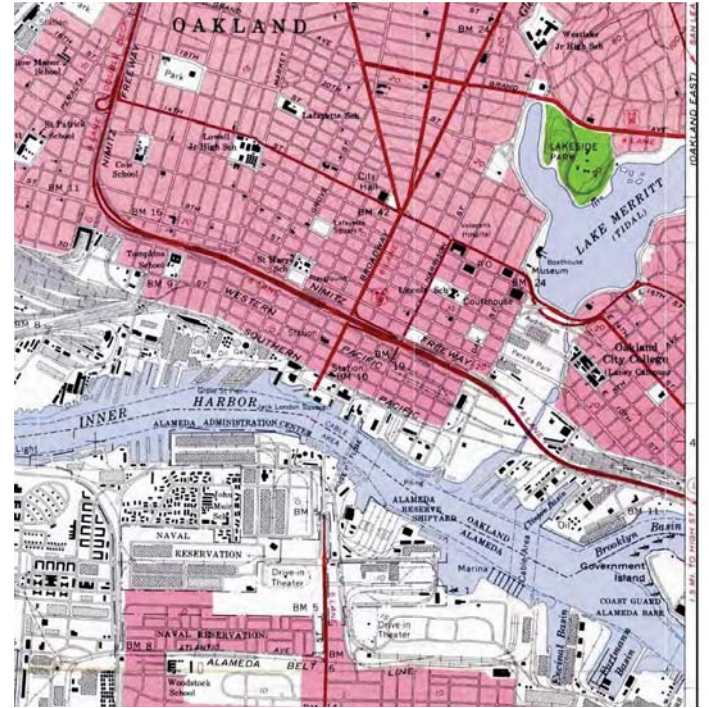
- a. Chris K.: Alta Planning will be relocating to Oakland in 2014 (100 Webster, Ste 300)

VIII. Meeting adjourned by Chris H. at 7:35 PM





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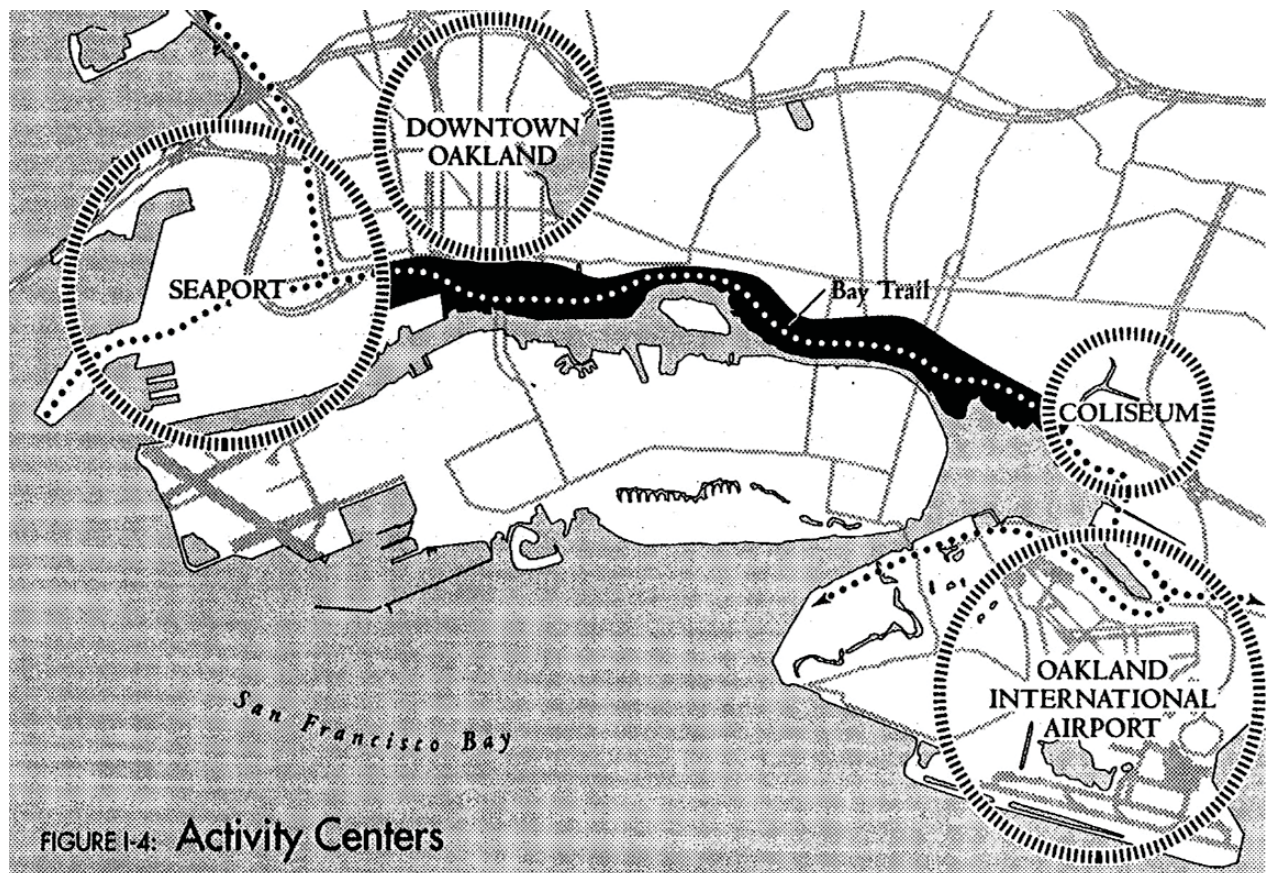
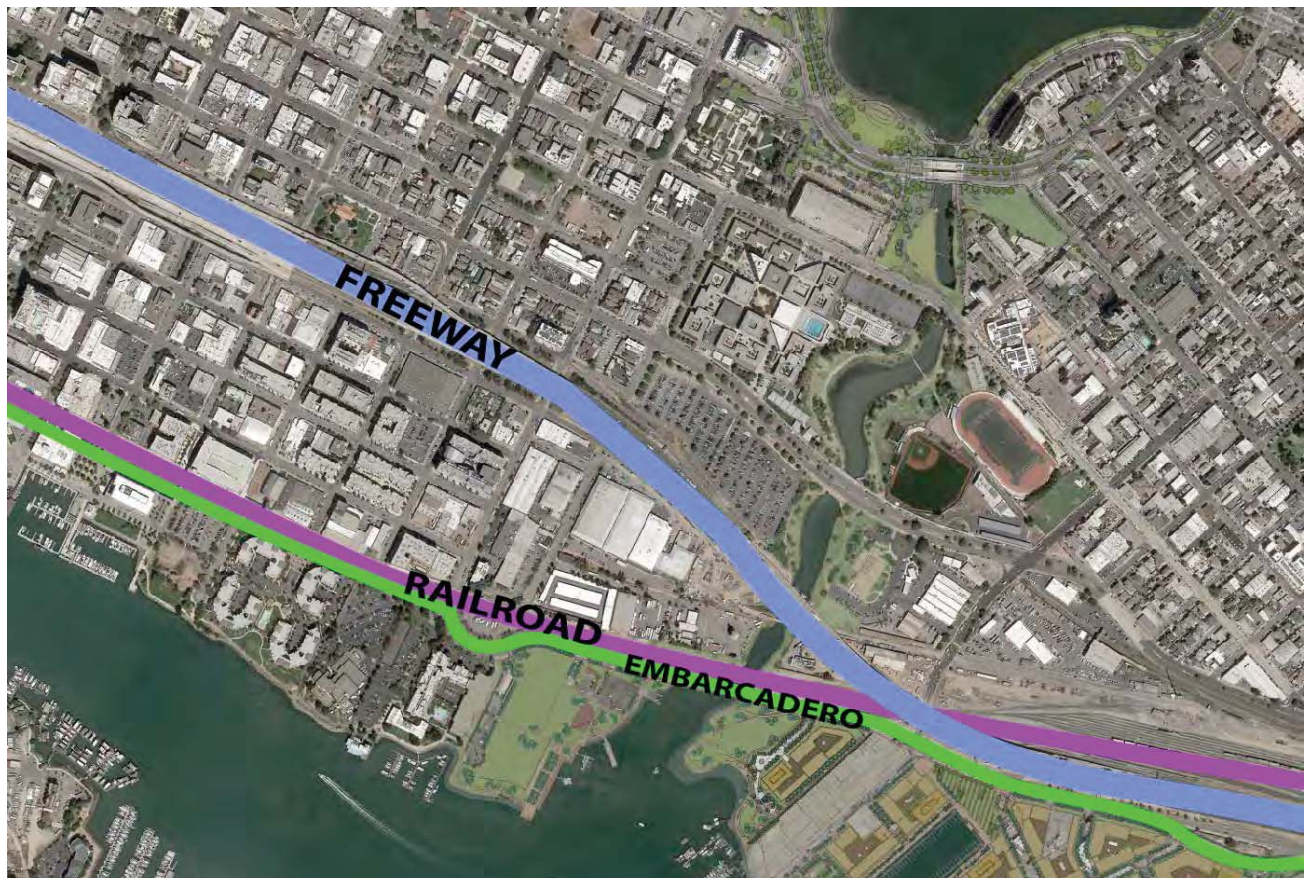


FIGURE I-4: Activity Centers



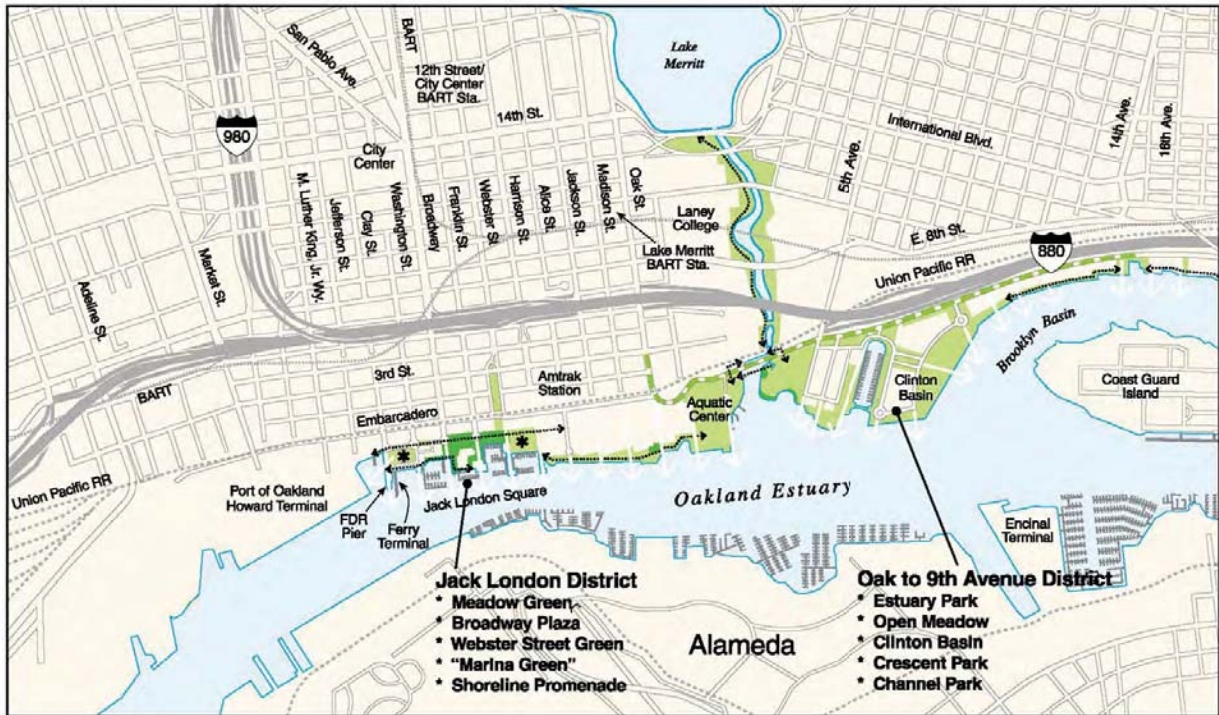
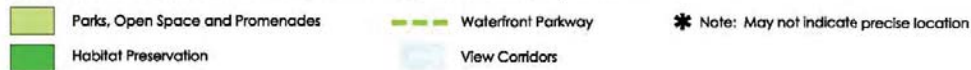


FIGURE II-3: Illustrative Shoreline Access & Public Space Plan





## Grade Crossing Safety

Nothing is more important to Union Pacific than the safety of its employees, customers and communities. Union Pacific believes the safest crossing is no crossing and an ongoing goal of the railroad is to reduce the overall number of grade crossings to help improve safety for pedestrians, motorists and Union Pacific employees.

### Application Procedure

For safety reasons, Union Pacific insists that every entity - public or private exhaust all options before applying for a new grade crossing, including considering parallel or other roads leading to existing crossings, as well as access from other directions.

### Union Pacific Statement on Crossing Safety

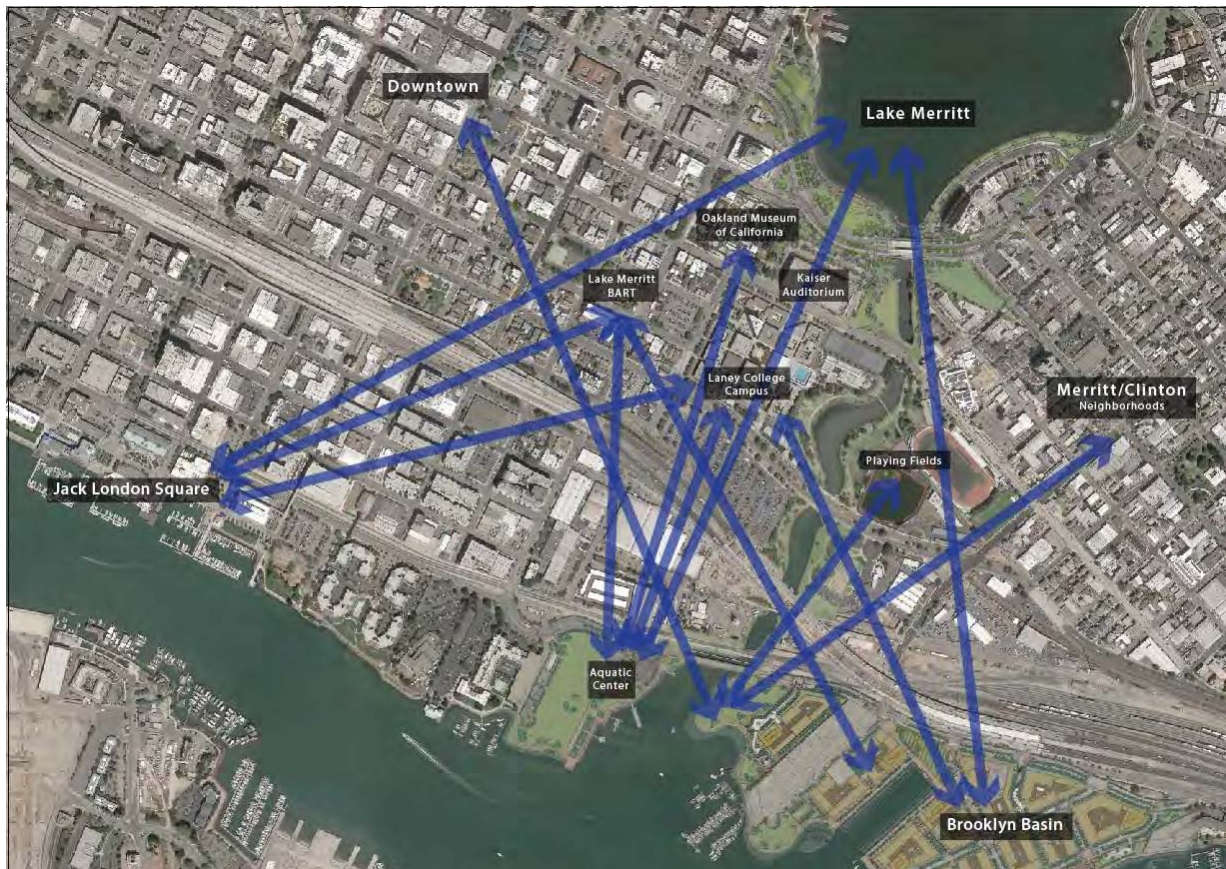
In contrast to the city, the CPUC staff was of the opinion that a grade-separated pedestrian/bicycle crossing is the safest mitigation measure for this location. They write, "A grade-separated crossing would eliminate all potential conflicts between pedestrians, bicyclist and trains."

They added, "There, is no substantial evidence in this MND [mitigated negative declaration] to support the City of Davis proposal for an at-grade pedestrian crossing as opposed to a grade-separated pedestrian crossing, because it is feasible to construct a grade-separated crossing. While the City states that the most logical location for any crossing is in the vicinity of the SP Depot train station, there is no safety analysis provided in the MND to support this proposal."

CPUC noted that they disagree with the statement, "The at-grade crossing in the vicinity of the depot would provide a safe, cost effective crossing for users at this location."

"While it may be less-expensive, an at-grade crossing does not eliminate all hazards when compared to a grade-separated crossing," the CPUC added.

### CPUC Denies At-Grade Crossing Application in Davis at a previously existing crossing location





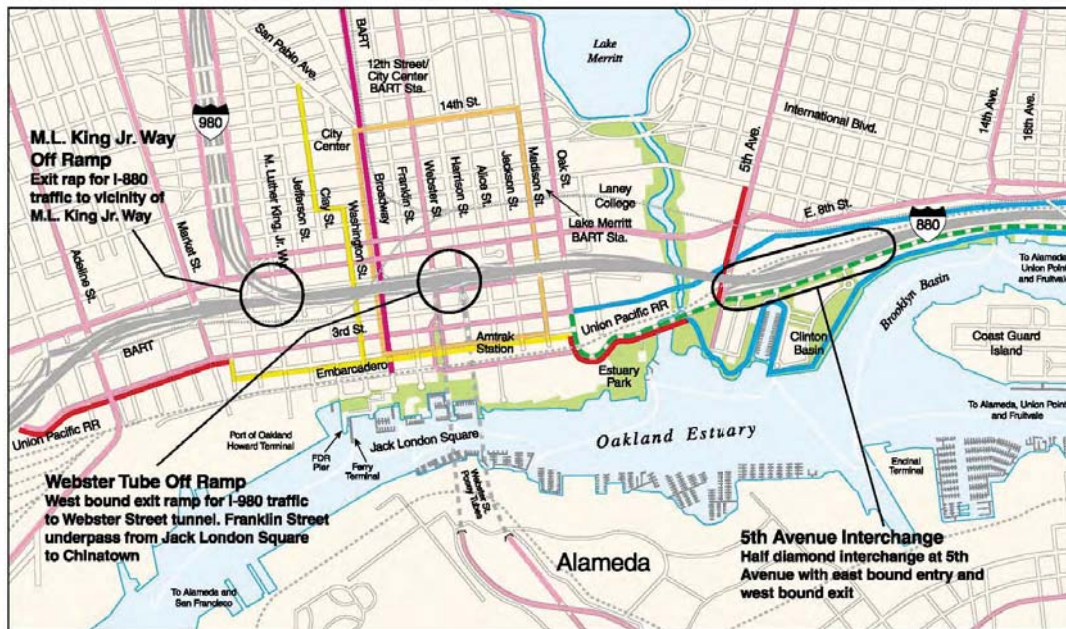
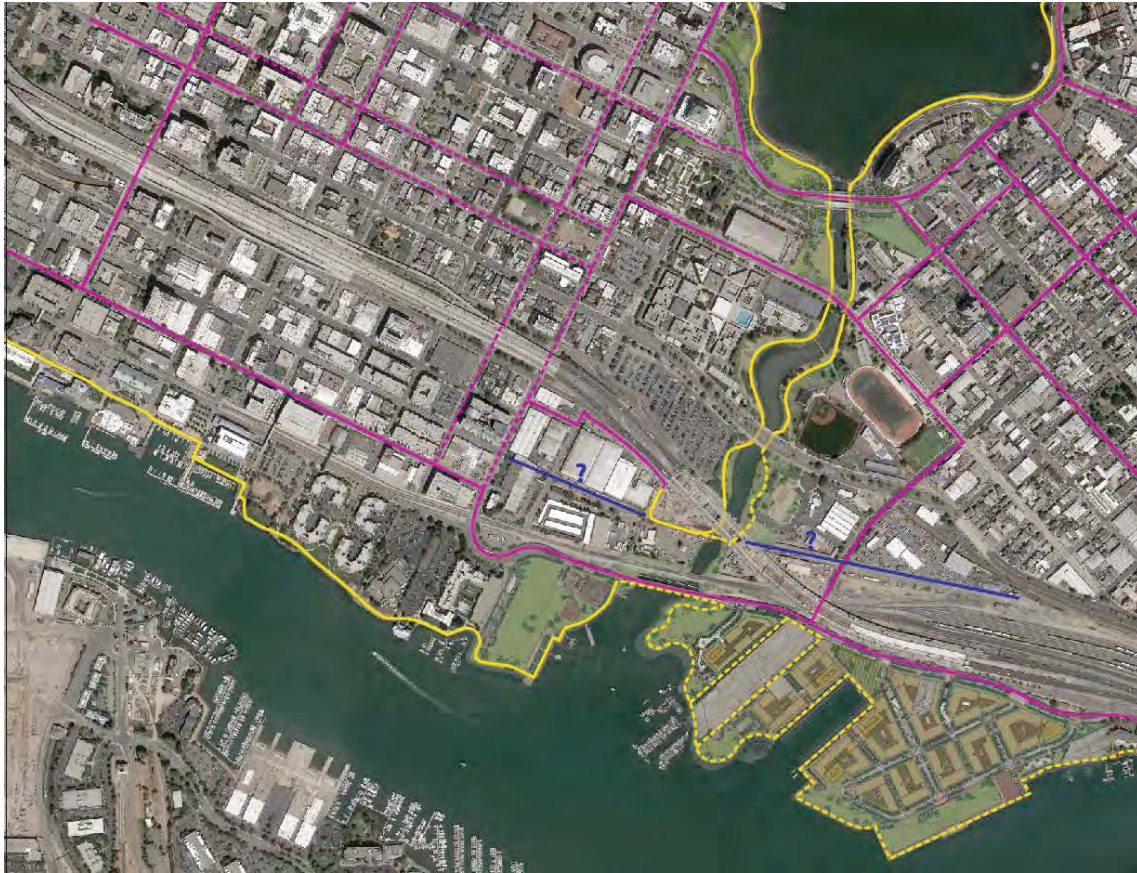
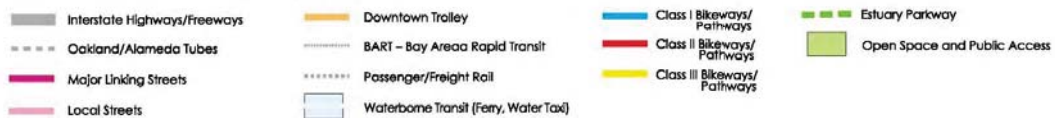
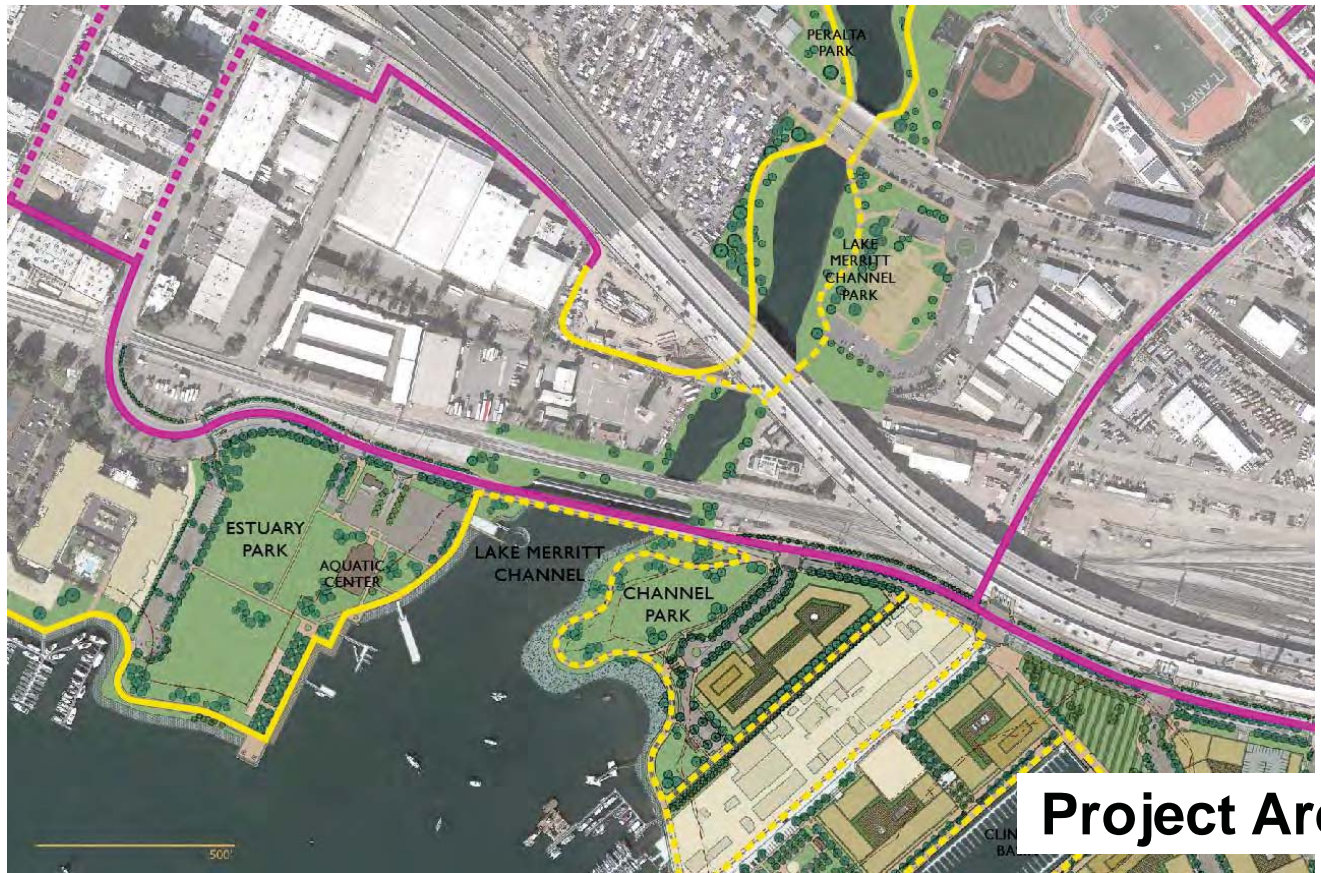


FIGURE II-4: Illustrative Circulation Plan





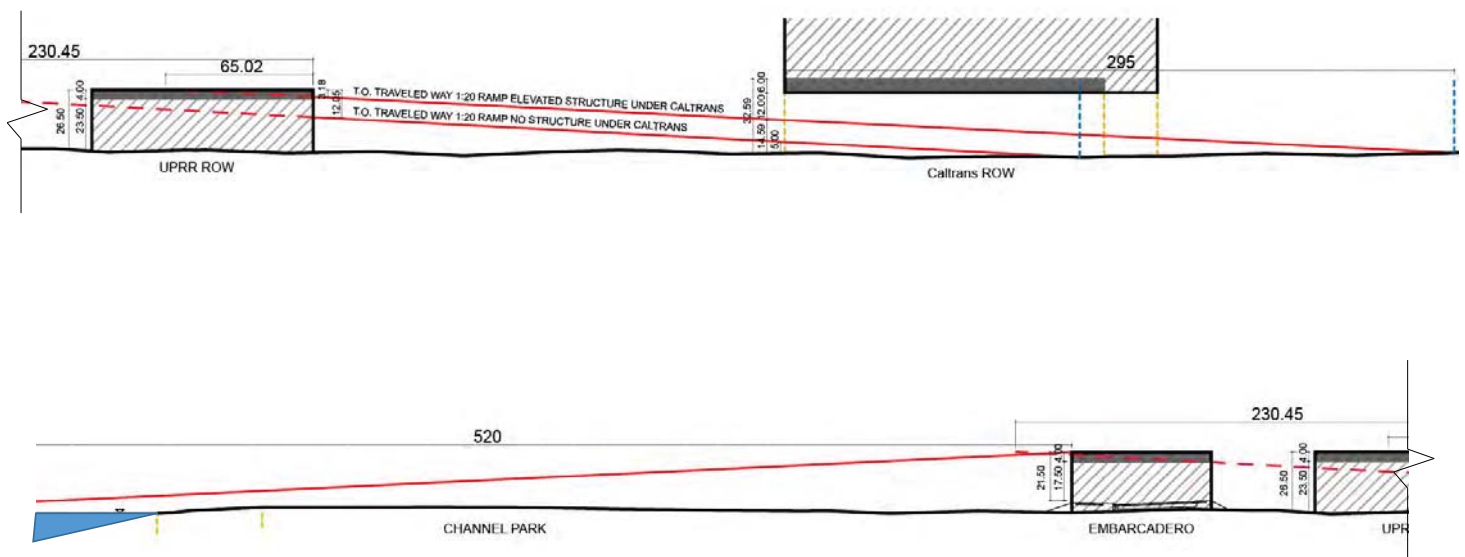


**Project Area**

## Constraints

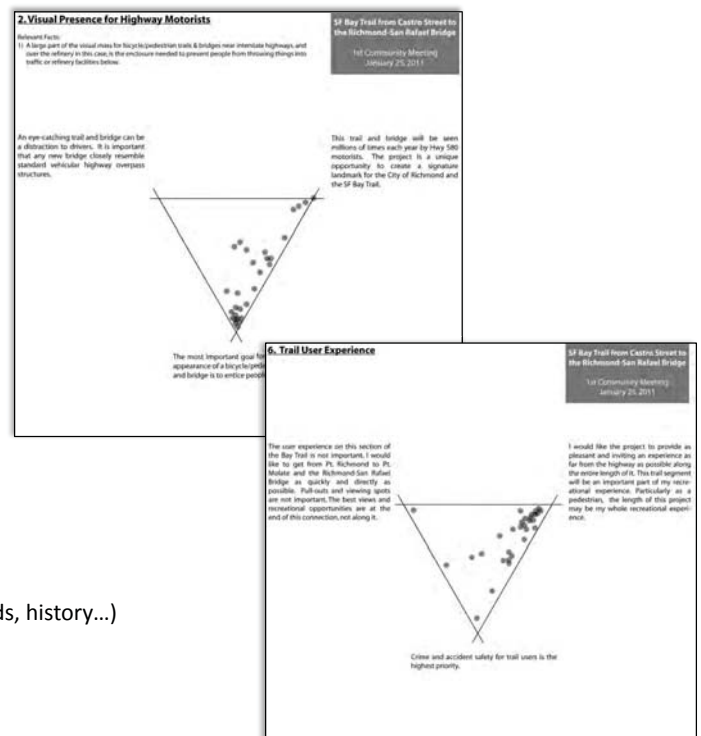
- PUC
  - At grade crossings
- RR Geometrics
  - 23.5 feet clearance
- Freeway Structure
  - clearances
- Ownership
- Regulatory
  - Environmental
  - ADA
  - Codes





# Public Outreach Topics

- User Experience
  - Mode Separation / Accidents, bollards...
  - Width, slope, curves, surfaces
  - Fencing
  - Views from (incl fireworks)
  - Resting spots, water
  - Personal Safety
  - Architectural spaces, character (incl under freeway)
- Views of / Landmark Character
  - Art
- Cost / Need
- Context
  - Educational Opportunities (trains, EBMUD, natural habitat, birds, history...)
  - Origins and Destinations
  - Wayfinding
  - Train hopping, homeless
  - Diversity and changing neighborhoods



# CITY OF OAKLAND



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Public Works Agency  
Brooke A. Levin  
Interim Agency Director

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TDD (510) 238-7644

December 16, 2013

Janette Sadik-Khan  
National Association of City Transportation Officials (NACTO)  
55 Water Street, Floor 9  
New York, NY 10041

**RE: Letter of Endorsement for the NACTO Urban Street Design Guide**

Dear Ms. Sadik-Khan:

On behalf of the City of Oakland, I am writing to express support for the National Association of City Transportation Officials (NACTO) *Urban Street Design Guide*, and endorse the Guide's use in the design of Oakland streets.

The Guide represents a vision for world-class city street design that matches Oakland's leadership goals and community desires. Urban transportation is in the midst of unprecedented change as the demands placed upon our streets and the needs of our citizens require an increasingly multimodal transportation network. Pressures, from public health to climate change to mobile technology, are redefining urban streets and opening opportunities for innovation.

The *Urban Street Design Guide* offers concrete guidance to meet these challenges and improve the safety and livability of our streets for pedestrians, bicyclists, drivers, and transit users. City streets demand a unique approach that are often not adequately addressed by conventional design guidelines. In Oakland, we value NACTO's role in developing targeted national guidance that allows local agencies to design and implement more successful projects. The *Urban Street Design Guide* provides a new and important direction for cities, and will be an indispensable tool in planning and designing Oakland's streets.

As such, the City of Oakland officially adopts the NACTO *Urban Street Design Guide* as an integral and effective tool for designing streets and public spaces.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Brooke A. Levin', with a stylized, flowing script.

Brooke A. Levin  
Interim Director, Public Works Agency

cc: Michael J. Neary, Assistant Director, Department of Engineering and Construction

## **Bicycle & Pedestrian Advisory Committee (November 21, 2013)**

### **Agenda Attachment: City Council-appointed BPAC**

Recent legislation by the Metropolitan Transportation Commission (MTC) requires jurisdictions requesting funds from Transportation Development Act Article 3 to have a Bicycle Advisory Committee that is appointed by City Council. This attachment provides background on Oakland's Bicycle and Pedestrian Advisory Committee, information on the MTC legislation, and a summary of next steps for creating a Bicyclist and Pedestrian Advisory Commission.

The City of Oakland has a Bicycle and Pedestrian Advisory Committee (BPAC) that meets monthly to advise the Public Works Agency (PWA) on policies, projects, and programs that affect bicycling and walking in Oakland. The committee was formed in 1994 by PWA staff in response to a request from the East Bay Bicycle Coalition for such an advisory body. The BPAC began meeting in 1995 and was involved in the development of the Land Use and Transportation Element of the General Plan (1998), Bicycle Master Plan (1999), Pedestrian Master Plan (2002), and the 2007 update to the Bicycle Master Plan. Over the years the BPAC has reviewed many projects including streetscapes, area plans, bikeways, Safe Routes to School improvements, development projects, Waterfront Trail segments, transit projects, and the Measure DD improvements at Lake Merritt. BPAC also participates in the annual review and prioritization of projects for Transportation Development Act Article 3 funds, a portion of the state sales tax dedicated to bicyclist and pedestrian projects. These funds are apportioned by formula based on population and in recent years the City has received approximately \$300,000 per year from this source.

Transportation Development Act Article 3 funds are administered by the Metropolitan Transportation Commission as stipulated by MTC Resolution 4108, adopted June 16, 2013. The resolution requires jurisdictions requesting TDA Article 3 allocations to have a BPAC appointed by City Council:

Each county and city is required to have a Bicycle Advisory Committee (BAC) to review and prioritize TDA Article 3 bicycle and pedestrian projects and to participate in the development and review of comprehensive bicycle plans. BACs should be composed of both bicyclists and pedestrians. A city BAC shall be composed of at least 3 members who live or work in the city. More members may be added as desired. They will be appointed by the City Council. The City or Town Manager will designate staff to provide administrative and technical support to the Committee.

MTC Resolution 4108 supersedes MTC Resolution 875, adopted November 26, 1980, that also required a City Council-appointed BAC. Historically, the requirement for City Council appointment was not enforced and the City's current BPAC has provided for the review of TDA Article 3 projects. Following the adoption of MTC Resolution 4108,

MTC staff communicated to jurisdictions that this requirement will now be enforced. In order for the City to receive TDA Article 3 funds for FY2014-2015 and future years, City Council must create a Bicyclist and Pedestrian Advisory Commission.

Staff is preparing an ordinance and agenda report recommending the creation of a Bicyclist and Pedestrian Advisory Commission. If the recommendations move forward, City Council could hear the item as early as January 2014. In order to receive TDA Article 3 funds in Fiscal Year 2014-2015, the commission needs to be created so that it can review proposed projects prior to City Council approval of the funding request in May 2014. The ordinance creating the Bicyclist and Pedestrian Advisory Commission will establish the following aspects of the commission: commission purpose and purview, number of members, qualifications for members, term length, and term limits.